City of Seattle

Department of Planning and Development
Diane M. Sugimura, Director

CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Numbers: 3012306

Applicant Name: Steve Fischer with NK Architects

Address of Proposal: 3261 Southwest Avalon Way

SUMMARY OF PROPOSED ACTIONS

Land Use Application to allow a six story, 120-unit residential building with. Review includes demolition of four existing structures. Parking for 118 vehicles will be located below grade.

The following approvals are required:

Design Review - Seattle Municipal Code (SMC) Section 23.41

SEPA - Environmental Determination pursuant to SMC 25.05

SEPA DETERMINATION: [ ] Exempt [ ] DNS [ ] MDNS [ ] EIS

[X] DNS with conditions*

[ ] DNS involving non-exempt grading or demolition or involving another agency with jurisdiction

* Notice of the Early Determination of Non-significance was published on September 8, 2011.

PROJECT DESCRIPTION

The applicant proposes to design and construct a six-story residential building (approximately 120 units) with below grade parking (projected 118 spaces) in a Midrise zone. Access would occur from SW Avalon Way. The proposed development would require the demolition of four single family houses.

At the Early Design Guidance meeting the applicant presented three massing alternatives or scenarios. The first option, a code compliant scheme that resembled a large, un-modulated rectangular volume, had seven floors, a single curb cut, a driveway removed from the street side and generous setbacks from both the west and south property lines to reduce impacts on the adjacent building and on the park respectively. The bulk of the mass was shifted to the southeast opening up sight-lines from SW Avalon to the south. The distinguishing features of the second option included two curb cuts on SW Avalon Way, an entry courtyard facing SW Avalon and a smaller open space at the rear. The modified "H-shaped" mass had four towers at each of the four corners, modulating the façade of each elevation. The structure would be six floors with parking both at and below grade and would sit at and near the south property line. The third scheme, also an "H-shaped" mass in plan, closely resembled option #2 with the exception that the two major open spaces ---a public court facing SW Avalon and a more private one overlooking the park--- were similar in size. The towers at the building's corners were slightly set back from the south property line.

Beneath the planting strips adjacent to the sidewalk, a six to eight inch concrete combined sewer and storm water mainline prevents the planting of street trees. This may change later after replacement of the pipe.

The applicant returned to the West Seattle Board at the Recommendation meeting with a design resembling Option C from the EDG meeting, the north façade closely corresponding to the illustrations in the EDG packet. The proposal kept the two curb cuts, the four tower motif, and the two outdoor courts overlooking SW Avalon and the stadium. The designer deemphasized the insistent vertical modulation in the north façade by creating two asymmetrical projecting bays, one large and one small, rather than four nearly equal bays in the central portion of the tripartite scheme. Detailing the two central bays with a green metal siding stretched horizontally across the bays between the windows, counterpoises the shifting planes of the dark grey, light grey and red vertical bays on either side of the north façade's central wall.

The applicant requested eight departures several of which interrelate. Six of the eight departure requests vary from the Midrise zone setback regulations. The combined structure width and side setback departures place portions of the structure closer to the east and west property lines. The other two requests provide relief from the sight triangles required at the two curb cuts accessing the double driveways on SW. Avalon Way.

SITE & VICINITY

The 24,000 square foot site (120' by 200') lies with a multifamily Midrise (MR) zone. The grade descends approximately 14 feet from the southwest corner to the northeast corner. Located on the eastern flank of the West Seattle hill, the site sits perched on a south-facing hillside overlooking the West Seattle stadium and golf course. The development site contains five parcels occupied by four single family houses. One parcel is vacant. Current access occurs from SW Avalon Way.

Located at the northeast edge of the West Seattle Junction Hub Urban Village, the project site lies along a segment of SW Avalon Way that has evolved from primarily single family houses to a denser, multi-family neighborhood. Several mid-century apartment buildings appear occupied. The change to higher and denser apartment buildings began in the early 1990s. Many of these were built before the beginning of the city's Design Review program.

SW Avalon curves uphill in three long blocks with the low end starting at the W. Seattle Bridge and rising up to join the minor arterial 35th Ave. SW and the major arterial Fauntleroy Way SW, as tertiary access to the West Seattle Junction and surrounding neighborhoods. The lower end of SW Avalon Way is zoned Lowrise One (LR1) and is dominated by industrial uses, the Seattle port facilities and railroad infrastructure associated with Harbor Island. The Nucor steel plant dominates the intersection of SW Avalon Way and the W. Seattle Bridge. A few commercial buildings are remnants of the early 20th century township of Avalon.

Towards the west of the site, zoned Neighborhood Commercial Three with a 65 foot height limit (NC3 65), Commercial One with a 65 foot height limit (C1 65) and multifamily Lowrise (LR3), much of the development is focused on automobile access to and from the upper deck of the W. Seattle Bridge. Uses include a handful of chain restaurants and a combination of convenience stores and gas stations. Farther to the southwest, an area, once dominated by auto sales and service lots, is in various stages of redevelopment. At the intersection of Fauntleroy and SW Alaska Way, the traffic splits to continue either to the residential area or the Fauntleroy ferry terminal or to climb five blocks west to the primary commercial and retail spine of the West Seattle Junction. Beyond the commercial and mixed uses listed, the surrounding neighborhoods are primarily occupied by single family homes, reflecting their SF 5000 zoning. South of the project, beyond an unimproved alley, a city park includes the W. Seattle Stadium, the W. Seattle Golf Course and Camp Long. Beyond the park and towards Elliott Bay lays the low-lying residentially developed Delridge Valley all of which drains into the Longfellow Creek watershed.

ANALYSIS - DESIGN REVIEW

Public Comments

Nine members of the public affixed their names to the sign-in sheet at the EDG meeting. Several members of the public provided the following comments:

- A building with a 75' height limit is out of scale with the neighborhood.
- Buildings step down the hill toward the east. The proposed building would pop up over the building to the west ruining the building height pattern.
- The proposed structure is too close to the adjacent building to the west. Option #1 is the best option. It causes the least shadow on the neighboring building.
- Please clarify parking requirements in an Urban Village.
- Please clarify why SDOT does not want street trees in front of the site.
- All of the other buildings along SW Avalon respect the rear setback. Why should this project receive a departure for it?
- Show what can be seen from the roof top at the next Board meeting. Green roof tops are preferable.
- Alleviate most street noise for the comfort of the residents in the front units.
- Don't use metal as a veneer. The material is out of character with the neighborhood.

DPD received one email from the Parks and Recreation Department concerned about drainage.

GUIDELINES

After visiting the site, considering the analysis of the site and context provided by the proponent, and hearing public comment, the Design Review Board members provided the siting and design guidance described below and identified highest priority by letter and number from the guidelines found in the City of Seattle's "Design Review: Guidelines for Multi-family and Commercial Buildings". *West Seattle Junction Neighborhood Design Guidelines are in bolded italics*.

PRIORITIES

A Site Planning

A-1 Responding to Site Characteristics. The siting of buildings should respond to specific site conditions and opportunities such as non-rectangular lots, location on prominent intersections, unusual topography, significant vegetation and views or other natural features.

The proposed structure should appear to step up SW Avalon viewed from the east just as the other multi-family buildings do.

Capitalizing on views to the golf course is encouraged.

A-2 Streetscape Compatibility. The siting of buildings should acknowledge and reinforce the existing desirable spatial characteristics of the right-of-way.

West Seattle Junction -specific supplemental guidance:

A pedestrian-oriented streetscape is perhaps the most important characteristic to be achieved in new development in the Junction's mixed use areas (as previously defined). New development—particularly on SW Alaska, Genesee, Oregon and Edmunds Streets—will set the precedent in establishing desirable siting and design characteristics in the right-of-way.

Due to the placement of a concrete combined sewer main beneath the planting strip, Seattle Department of Transportation discourages street trees in the planting strip for the foreseeable future. The applicant should plant trees on the property side of the sidewalk. The Board endorsed the idea of the courtyard facing SW Avalon St.

A-4 Human Activity. New development should be sited and designed to encourage human activity on the street.

West Seattle Junction -specific supplemental guidance:

An active and interesting sidewalk engages pedestrians through effective transitions between the public and private realm. Particularly in the California Avenue Commercial Core, proposed development is encouraged to set back from the front property line to allow for more public space that enhances the pedestrian environment. Building facades should give shape to the space of the street through arrangement and scale of elements. Display windows should be large and open at the street level to provide interest and encourage activity along the sidewalk. At night, these windows should provide a secondary source of lighting.

The front courtyard should help enhance the pedestrian experience along SW Avalon.

A-5 <u>Respect for Adjacent Sites</u>. Buildings should respect adjacent properties by being located on their sites to minimize disruption of the privacy and outdoor activities of residents in adjacent buildings.

Due to the relationship of the multifamily building to the west, the Board stated that the structure should be pulled back from its proposed proximity to the west property line and, at the least, comply with the land use code regulations for setbacks in the Midrise zone. The design of the facades should respect the privacy of the residents who live in the adjacent buildings.

The presence of a large wall sheltering the parking garage on the park across the alley and the request for a reduction from the rear setback requirement concerned the Board.

A-6 <u>Transition Between Residence and Street</u>. For residential projects, the space between the building and the sidewalk should provide security and privacy for residents and encourage social interaction among residents and neighbors.

The Board looks forward to reviewing the design of the front courtyard.

A-7 <u>Residential Open Space</u>. Residential projects should be sited to maximize opportunities for creating usable, attractive, well-integrated open space.

The courtyard spaces may be too generous. In order to reduce the proposed encroachment on the side setbacks, the courtyards could be reduced in size.

A-8 <u>Parking and Vehicle Access</u>. Siting should minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties, and pedestrian safety.

The Board prefers one curb cut. Similar to another structure on SW Avalon Way, a single curb cut and driveway could access separate levels of a parking structure. Given that the site lies within an urban village, a bike route, the multi-family structures generate considerable pedestrian activity and this guideline states that siting should minimize the impact of vehicles on the pedestrian environment, one curb cut would promote safety, provide more parking opportunities on the street and generally have less overall impact.

The applicant would need to prove to the Board that a ramp would not be physically feasible.

B. Height, Bulk and Scale

B-1 <u>Height, Bulk, and Scale Compatibility</u>. Projects should be compatible with the scale of development anticipated by the applicable Land Use Policies for the surrounding area and should be sited and designed to provide a sensitive transition to near-by, less intensive zones. Projects on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between anticipated development potential of the adjacent zones.

West Seattle Junction -specific supplemental guidance:

Current zoning in the Junction has created abrupt edges in some areas between intensive, mixed-use development potential and less-intensive, multifamily development potential. In addition, the Code-complying building envelope of NC-65' (and higher) zoning designations permitted within the Commercial Core would result in development that exceeds the scale of existing commercial/mixed-use development. More refined transitions in height, bulk and scale—in terms of relationship to surrounding context and within the proposed structure itself—must be considered.

The Board found the notion of anchoring the proposed structure with four towers problematic. The conditions at the four corners all differ and warrant variety in the massing in response. The lack of corner conditions formed by street intersections further argues against the plausibility of four towers. The argument for the tower at the northeast corner most convinced the Board as it would announce the building to drivers and pedestrians ascending SW Avalon from the West Seattle Bridge.

The impingement on the setbacks should be reconsidered by reducing the size of the courtyards. These seem large and unnecessarily force the structure to spread out.

The elevations over emphasize the vertical, creating a busy or anxious façade of multiple columns of bays, towers and balconies, which reinforces the sense that the building mass crowds the neighbors and the street.

The larger shifts in plane, the simple modulations that form the courtyards, were encouraged by the Board. The plethora of smaller modulations with their further differentiation by changes in materials and colors works against the clarity of the tripartite scheme. Issues of scale (reducing the horizontality) can be addressed by other techniques.

C. Architectural Elements and Materials

C-1 <u>Architectural Context</u>. New buildings proposed for existing neighborhoods with a well-defined and desirable character should be compatible with or complement the architectural character and siting pattern of neighboring buildings.

West Seattle Junction -specific supplemental guidance:

- ***Facade Articulation: To make new, larger development compatible with the surrounding architectural context, facade articulation and architectural embellishment are important considerations in mixed use and multifamily residential buildings. When larger buildings replace several small buildings; facade articulation should reflect the original platting pattern and reinforce the architectural rhythm established in the commercial core.***

- ***Architectural Cues: New mixed-use development should respond to several architectural features common in the Junction's best storefront buildings to preserve and enhance pedestrian orientation and maintain an acceptable level of consistency with the existing architecture. To create cohesiveness in the Junction, identifiable and exemplary architectural patterns should be reinforced. New elements can be introduced - provided they are accompanied by strong design linkages.***

The Board noted that the tripartite massing scheme of the north façade reflects the architectural rhythm established by the midrise buildings up and down SW Avalon Way.

C-2 Architectural Concept and Consistency. Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept. Buildings should exhibit form and features identifying the functions within the building. In general, the roofline or top of the structure should be clearly distinguished from its facade walls.

West Seattle Junction-specific supplemental guidance:

New multi-story developments are encouraged to consider methods to integrate a building's upper and lower levels. This is especially critical in areas zoned NC-65' and greater, where more recent buildings in the Junction lack coherency and exhibit a disconnect between the commercial base and upper residential levels as a result of disparate proportions, features and materials. The base of new mixed-use buildings – especially those zoned 65 ft. in height and higher - should reflect the scale of the overall building. New mixed-use buildings are encouraged to build the commercial level, as well as one to two levels above, out to the front and side property lines to create a more substantial base.

See Board guidance for B-1.

C-3 Human Scale. The design of new buildings should incorporate architectural features, elements, and details to achieve a good human scale.

West Seattle Junction-specific supplemental guidance:

- ***Facades should contain elements that enhance pedestrian comfort and orientation while presenting features with visual interest that invite activity.***

Overhead weather protection should be functional and appropriately scaled, as defined by the height and depth of the weather protection. It should be viewed as an architectural amenity, and therefore contribute positively to the design of the building with appropriate proportions and character.

C-4 Exterior Finish Materials. Building exteriors should be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

Facades should be residential in character. The Board accepted the notion that the proposed building may have metal siding. Extensive amounts of the material may not be appropriate; however, detailing of materials will be scrutinized once the design develops. Few buildings with the exception of the new building at the southeast corner of SW Avalon and 35th Ave SW make extensive use of metal.

C-5 Structured Parking Entrances. The presence and appearance of garage entrances should be minimized so that they do not dominate the street frontage of a building.

The Board prefers one curb cut and a single driveway. See A-8.

D. Pedestrian Environment

D-1 <u>Pedestrian Open Spaces and Entrances</u>. Convenient and attractive access to the building's entry should be provided. To ensure comfort and security, paths and entry areas should be sufficiently lighted and entry areas should be protected from the weather. Opportunities for creating lively, pedestrian-oriented open space should be considered.

West Seattle Junction -specific supplemental guidance:

Design projects to attract pedestrians to the commercial corridors (California, Alaska). Larger sites are encouraged to incorporate pedestrian walkways and open spaces to create breaks in the street wall and encourage movement through the site and to the surrounding area. The Design Review Board would be willing to entertain a request for departures from development standards (e.g. an increase in the 64% upper level lot coverage in NC zones and a reduction in open space) to recover development potential lost at the ground level.

The proposal with its courtyard fronting SW Avalon Way would create a break in the street wall and provide an opportunity for a lively pedestrian oriented open space.

D-2 <u>Blank Walls</u>. Buildings should avoid large blank walls facing the street, especially near sidewalks. Where blank walls are unavoidable they should receive design treatment to increase pedestrian comfort and interest.

The back of the parking garage would potentially present a large blank wall to the stadium. The applicant has offered to landscape the alley to mitigate the wall's presence and, perhaps, to remove existing trees from obstructing views to the south. Based on aerial photographs, the unimproved alley, however, appears to be densely planted with trees. (A survey will determine the precise location of the trees.) SDOT would need to provide permission to the applicant to landscape the alley. Because the alley is not within the site, a landscape plan would not necessarily provide a clear nexus for potential conditions and departures that the Board may want to place upon the proposal.

D-3 <u>Retaining Walls</u>. Retaining walls near a public sidewalk that extend higher than eye level should be avoided where possible. Where higher retaining walls are unavoidable, they should be designed to reduce their impact on pedestrian comfort and to increase the visual interest along the streetscapes.

D-5 <u>Visual Impacts of Parking Structures</u>. The visibility of all at-grade parking structures or accessory parking garages should be minimized. The parking portion of a structure should be architecturally compatible with the rest of the structure and streetscape. Open parking spaces and carports should be screened from the street and adjacent properties.

West Seattle Junction -specific supplemental guidance:

- ***Parking structures should be designed and sited in a manner that enhances pedestrian access and circulation from the parking area to retail uses.***

- ***The design of parking structures/areas adjacent to the public realm (sidewalks, alley) should improve the safety and appearance of parking uses in relation to the pedestrian environment.***

  The parking garage may have visual impact on the two adjacent structures and upon the park to the south. Reducing the size and scale of blank walls is encouraged.

D-6 Screening of Dumpsters, Utilities, and Service Areas. Building sites should locate service elements like trash dumpsters, loading docks and mechanical equipment away from the street front where possible. When elements such as dumpsters, utility meters, mechanical units and service areas cannot be located away from the street front, they should be situated and screened from view and should not be located in the pedestrian right-of-way.

D-7 Personal Safety and Security. Project design should consider opportunities for enhancing personal safety and security in the environment under review.

D-8 Treatment of Alleys. The design of alley entrances should enhance the pedestrian street front.

See Board guidance for D-2. An applicant design for the unimproved alley would need a commitment from SDOT. The Parks and Recreation Department may need to be part of the discussion.

E. Landscaping

E-2 Landscaping to Enhance the Building and/or Site. Landscaping, including living plant material, special pavements, trellises, screen walls, planters, site furniture, and similar features should be appropriately incorporated into the design to enhance the project.

The Board looks forward to reviewing the landscaping of the proposed courtyards. It noted the preponderance of deciduous plants. This should be tempered with evergreens. A detailed landscape plan is required for the Recommendation meeting.

E-3 Landscape Design to Address Special Site Conditions. The landscape design should take advantage of special on-site conditions such as high-bank front yards, steep slopes, view corridors, or existing significant trees and off-site conditions such as greenbelts, ravines, natural areas, and boulevards.

Appropriate landscaping at the side setbacks would provide some visual and noise mitigation for the neighboring residents.

A lushly planted courtyard facing SW Avalon Way would mitigate the lack of street trees due to the sewer main beneath the planting strip.

MASTER USE PERMIT APPLICATION

The applicant revised the design and applied for a Master Use Permit with a design review component on August 25, 2011.

DESIGN REVIEW BOARD RECOMMENDATION

The Design Review Board conducted a Final Recommendation Meeting on November 17, 2011 to review the applicant's formal project proposal developed in response to the previously identified priorities. At the public meetings, site plans, elevations, floor plans, landscaping plans, and computer renderings of the proposed exterior materials were presented for the Board members' consideration.

Public Comments

Six members of the public signed-in at the Recommendation meeting. One speaker asked that the proposal respect the adjacent sites by pulling back from the side setback and the front setback.

Site Planning

A-1 Responding to Site Characteristics. The siting of buildings should respond to specific site conditions and opportunities such as non-rectangular lots, location on prominent intersections, unusual topography, significant vegetation and views or other natural features.

The Board did not comment beyond the remarks at the early design guidance meeting.

A-2 Streetscape Compatibility. The siting of buildings should acknowledge and reinforce the existing desirable spatial characteristics of the right-of-way.

West Seattle Junction -specific supplemental guidance:

A pedestrian-oriented streetscape is perhaps the most important characteristic to be achieved in new development in the Junction's mixed use areas (as previously defined). New development—particularly on SW Alaska, Genesee, Oregon and Edmunds Streets—will set the precedent in establishing desirable siting and design characteristics in the right-of-way.

The Board accepted the two curb cuts. However, it recommended against granting the departure requests for the sight triangles at both curb cuts.

A-4 Human Activity. New development should be sited and designed to encourage human activity on the street.

West Seattle Junction -specific supplemental guidance:

An active and interesting sidewalk engages pedestrians through effective transitions between the public and private realm. Particularly in the California Avenue Commercial Core, proposed development is encouraged to set back from the front property line to allow for more public space that enhances the pedestrian environment. Building facades should give shape to the space of the street through arrangement and scale of elements. Display windows should be large and open at the street level to provide interest and encourage activity along the sidewalk. At night, these windows should provide a secondary source of lighting.

The Board did not provide additional comment.

A-5 **Respect for Adjacent Sites. Buildings should respect adjacent properties by being located on their sites to minimize disruption of the privacy and outdoor activities of residents in adjacent buildings.**

Noted during Board deliberation, the request for the side setback departures has an intrinsic relationship to the structure width departure. The latter generates the need for the former. The Board recommended pulling back the southwest corner to mirror the side setbacks conditions (both above and below 42') of the northwest corner.

The Board recommended approval for the rear setback departure.

A-6 **Transition Between Residence and Street. For residential projects, the space between the building and the sidewalk should provide security and privacy for residents and encourage social interaction among residents and neighbors.**

The Board recommended that the applicant redesign the front court to create a more capacious entry to the front lobby. The design presented at the meeting narrowed the entry route from the sidewalk to the front doors in favor of more plantings and greater private space for the units directly fronting onto the court.

A-7 **Residential Open Space. Residential projects should be sited to maximize opportunities for creating usable, attractive, well-integrated open space.**

See recommendation for A-6.

A-8 **Parking and Vehicle Access. Siting should minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties, and pedestrian safety.**

The applicant illustrated a one curb cut solution; however, the design would reduce the number of parking spaces. The Board accepted the two curb cut proposal on SW Avalon Way. It recommended denial of the two sight triangle departures, explaining that the sight triangles provide for pedestrians safety.

B. Height, Bulk and Scale

B-1 **Height, Bulk, and Scale Compatibility. Projects should be compatible with the scale of development anticipated by the applicable Land Use Policies for the surrounding area and should be sited and designed to provide a sensitive transition to near-by, less intensive zones. Projects on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between anticipated development potential of the adjacent zones.**

West Seattle Junction -specific supplemental guidance:

Current zoning in the Junction has created abrupt edges in some areas between intensive, mixed-use development potential and less-intensive, multifamily development potential. In addition, the Code-complying building envelope of NC-65' (and higher) zoning designations permitted within the Commercial Core would result in development that exceeds the scale of existing commercial/mixed-use development. More refined transitions in height, bulk and scale—in terms of relationship to surrounding context and within the proposed structure itself—must be considered.

See the recommendation for A-5. The Board recommended approval of the structural width departure with a modification based on pulling back the building `mass at the southwest corner.

C. Architectural Elements and Materials

C-1 <u>Architectural Context</u>. New buildings proposed for existing neighborhoods with a well-defined and desirable character should be compatible with or complement the architectural character and siting pattern of neighboring buildings.

West Seattle Junction -specific supplemental guidance:

- ***Facade Articulation: To make new, larger development compatible with the surrounding architectural context, facade articulation and architectural embellishment are important considerations in mixed use and multifamily residential buildings. When larger buildings replace several small buildings; facade articulation should reflect the original platting pattern and reinforce the architectural rhythm established in the commercial core.***

- ***Architectural Cues: New mixed-use development should respond to several architectural features common in the Junction's best storefront buildings to preserve and enhance pedestrian orientation and maintain an acceptable level of consistency with the existing architecture. To create cohesiveness in the Junction, identifiable and exemplary architectural patterns should be reinforced. New elements can be introduced - provided they are accompanied by strong design linkages.***

The Board did not provide comments beyond those of the EDG meeting.

C-2 <u>Architectural Concept and Consistency</u>. Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept. Buildings should exhibit form and features identifying the functions within the building. In general, the roofline or top of the structure should be clearly distinguished from its facade walls.

West Seattle Junction-specific supplemental guidance:

New multi-story developments are encouraged to consider methods to integrate a building's upper and lower levels. This is especially critical in areas zoned NC-65' and greater, where more recent buildings in the Junction lack coherency and exhibit a disconnect between the commercial base and upper residential levels as a result of disparate proportions, features and materials. The base of new mixed-use buildings – especially those zoned 65 ft. in height and higher - should reflect the scale of the overall building. New mixed-use buildings are encouraged to build the commercial level, as well as one to two levels above, out to the front and side property lines to create a more substantial base.

The Board members devoted a considerable amount of discussion concerning the simplification of the over wrought north façade. Could the design be enhanced by eliminating one of the seven colors? The Board did not recommend changes.

C-4 <u>Exterior Finish Materials</u>. Building exteriors should be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

Discussion focused on the copious use of metal siding. The Board did not request changes to the materials selection.

C-5 <u>Structured Parking Entrances</u>. The presence and appearance of garage entrances should be minimized so that they do not dominate the street frontage of a building.

The Board did not provide comment beyond those at the EDG meeting.

D. Pedestrian Environment

D-1 <u>Pedestrian Open Spaces and Entrances</u>. Convenient and attractive access to the building's entry should be provided. To ensure comfort and security, paths and entry areas should be sufficiently lighted and entry areas should be protected from the weather. Opportunities for creating lively, pedestrian-oriented open space should be considered.

West Seattle Junction -specific supplemental guidance:

Design projects to attract pedestrians to the commercial corridors (California, Alaska). Larger sites are encouraged to incorporate pedestrian walkways and open spaces to create breaks in the street wall and encourage movement through the site and to the surrounding area. The Design Review Board would be willing to entertain a request for departures from development standards (e.g. an increase in the 64% upper level lot coverage in NC zones and a reduction in open space) to recover development potential lost at the ground level.

The Board did not provide additional comment.

D-2 <u>Blank Walls</u>. Buildings should avoid large blank walls facing the street, especially near sidewalks. Where blank walls are unavoidable they should receive design treatment to increase pedestrian comfort and interest.

The Board did not provide additional comment.

D-5 <u>Visual Impacts of Parking Structures</u>. The visibility of all at-grade parking structures or accessory parking garages should be minimized. The parking portion of a structure should be architecturally compatible with the rest of the structure and streetscape. Open parking spaces and carports should be screened from the street and adjacent properties.

West Seattle Junction -specific supplemental guidance:

- ***Parking structures should be designed and sited in a manner that enhances pedestrian access and circulation from the parking area to retail uses.***
- ***The design of parking structures/areas adjacent to the public realm (sidewalks, alley) should improve the safety and appearance of parking uses in relation to the pedestrian environment.***

Board discussion did not focus on the impacts of the parking structure on the adjacent buildings.

D-6 Screening of Dumpsters, Utilities, and Service Areas. Building sites should locate service elements like trash dumpsters, loading docks and mechanical equipment away from the street front where possible. When elements such as dumpsters, utility meters, mechanical units and service areas cannot be located away from the street front, they should be situated and screened from view and should not be located in the pedestrian right-of-way.

D-8 Treatment of Alleys. The design of alley entrances should enhance the pedestrian street front.

The Board did not provide additional comment.

E. Landscaping

E-2 Landscaping to Enhance the Building and/or Site. Landscaping, including living plant material, special pavements, trellises, screen walls, planters, site furniture, and similar features should be appropriately incorporated into the design to enhance the project.

Prior Board comments focused on adding evergreen plantings to the landscape design. The applicant mentioned to the Board that these were added to the plans.

E-3 Landscape Design to Address Special Site Conditions. The landscape design should take advantage of special on-site conditions such as high-bank front yards, steep slopes, view corridors, or existing significant trees and off-site conditions such as greenbelts, ravines, natural areas, and boulevards.

Revisions to the front entry court need to meet the recommendations from A-6.

Board Recommendations: The recommendations summarized below were based on the plans submitted at the November 17, 2011 meeting. Design, siting or architectural details not specifically identified or altered in these recommendations are expected to remain as presented in the plans and other drawings available at the November 17th public meeting. After considering the site and context, hearing public comment, reconsidering the previously identified design priorities, and reviewing the plans and renderings, the four Design Review Board members present unanimously recommended approval of the subject design and the requested development standard departures from the requirements of the Land Use Code (listed below).

STANDARD	REQUIREMENT	REQUEST	JUSTIFICATION	RECOMMEND-ATION
1. Structure Width SMC 23.45.528	Maximum structure width allowed is 150'.	189'6". This is 39'6" greater than required	▪ Produces two larger courts on the north and south portions of the building.	Approval based on revisions to the southwest corner.
2. Rear Setback. SMC 23.45.518.	Minimum at alley 10'.	Eliminate setback. 10' reduction.	▪	Approval
3. Side Setbacks Below 42' SMC 23.45.518	Minimum is 5' Average 7'	East: 5' minimum and average. 2' difference.	▪ Allows for a large parking garage.	Approval.
4. Side Setback below 42' SMC 23.45.518	Minimum is 5' Average 7'	West: 5' minimum and average. 2' difference.	▪ Allows for a large parking garage.	Approval.
5. Side Setback above 42'. SMC 23.45.518	Minimum is 7' Average is 10'	East: 5'6" minimum and 9' average above podium. 1'6" minimum and 1' average differences.	▪ Allows for a tower on the east façade.	Approval
6. Side Setback above 42'. SMC 23.45.518	Minimum is 7' Average is 10'	West: 5' minimum and 9'2" average above podium. 2' minimum and 10" average differences.	▪ Justification as stated in DR packet was not acceptable to Board.	Approval based on condition.
7. Sight Triangle SMC 23.54.030G	10' minimum sight triangle leg length to sidewalk.	West Driveway: 7'1". A reduction of 2'11".	▪ The Board stated that pedestrian safety was more important than the applicant's rationale regarding residential layout of units.	Denial.
8. Sight Triangle SMC 23.54.030G	10' minimum sight triangle leg length to sidewalk.	East Driveway: 3'4". A 6'8" reduction.	▪ Pedestrian safety is more important than the applicant's rationale regarding residential layout of units.	Denial.

The Board recommended the following **CONDITIONS** for the project. (Authority referenced in the letter and number in parenthesis):

1) The southwest corner shall mirror the side setback conditions (both above and below 42') established at the northwest corner. (A-5, B-1)

2) Redesign the front court to create a more capacious public entry to the front lobby. (A-6)

DIRECTOR'S ANALYSIS - DESIGN REVIEW

The Director finds no conflicts with SEPA requirements or state or federal laws, and has reviewed the City-wide Design Guidelines and finds that the Board neither exceeded its authority nor applied the guidelines inconsistently in the approval of this design. The Director agrees with the conditions recommended by the four Board members and the recommendation to approve the design, as stated above.

DECISION - DESIGN REVIEW

The proposed design is **CONDITIONALLY GRANTED**.

ANALYSIS - SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated August 25, 2011. The information in the checklist, project plans, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision. The SEPA Overview Policy (SMC 25.05.665 D) clarifies the relationship between codes, policies, and environmental review. Specific policies for each element of the environment, certain neighborhood plans and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority.

The Overview Policy states in part: "where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation" (subject to some limitations). Under certain limitations and/or circumstances (SMC 25.05.665 D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

Short-term Impacts

Construction activities could result in the following adverse impacts: construction dust and storm water runoff, erosion, emissions from construction machinery and vehicles, increased particulate levels, increased noise levels, occasional disruption of adjacent vehicular and pedestrian traffic, and a small increase in traffic and parking impacts due to construction related vehicles. Several construction-related impacts are mitigated by existing City codes and ordinances applicable to the project such as: the Noise Ordinance, the Stormwater Grading and Drainage Control Code, the Street Use Ordinance, and the Building Code. The following is an analysis of construction-related noise, air quality, earth, grading, construction impacts, traffic and parking impacts as well as its mitigation.

Noise

Noise associated with construction of the mixed use building and future phases could adversely affect surrounding uses in the area, which include residential uses. Surrounding uses are likely to be adversely impacted by noise throughout the duration of construction activities. Due to the proximity of the project site to residential uses, the limitations of the Noise Ordinance are found to be inadequate to mitigate the potential noise impacts. Pursuant to the SEPA Overview Policy (SMC.25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675 B), mitigation is warranted.

Prior to issuance of demolition, grading and building permits, the applicant will submit a construction noise mitigation plan. This plan will include steps 1) to limit noise decibel levels and duration and 2) procedures for advanced notice to surrounding properties. The plan will be subject to review and approval by DPD. In addition to the Noise Ordinance requirements to reduce the noise impact of construction on nearby properties, all construction activities shall be limited to the following:

1) Non-holiday weekdays between 7:00 A.M and 6:00 P.M.
2) Non-holiday weekdays between 6:00 P.M. and 8:00 P.M limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.
3) Saturdays between 9:00 A.M. and 6:00 P.M. limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.
4) Emergencies or work which must be done to coincide with street closures, utility interruptions or other similar necessary events, limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.

Air Quality

Construction for this project is expected to add temporarily particulates to the air that will result in a slight increase in auto-generated air contaminants from construction activities, equipment and worker vehicles; however, this increase is not anticipated to be significant. Federal auto emission controls are the primary means of mitigating air quality impacts from motor vehicles as stated in the Air Quality Policy (Section 25.05.675 SMC). To mitigate impacts of exhaust fumes on the directly adjacent residential uses, trucks hauling materials to and from the project site will not be allowed to queue on streets under windows of the nearby residential buildings.

Should asbestos be identified on the site, it must be removed in accordance with the Puget Sound Clean Air Agency (PSCAA) and City requirements. PSCAA regulations require control of fugitive dust to protect air quality and require permits for removal of asbestos during demolition. In order to ensure that PSCAA will be notified of the proposed demolition, a condition will be included pursuant to SEPA authority under SMC 25.05.675A which requires that a copy of the PSCAA permit be attached to the demolition permit, prior to issuance. This will assure proper handling and disposal of asbestos.

Earth

The Stormwater, Grading and Drainage Control Code requires preparation of a soils report to evaluate the site conditions and provide recommendations for safe construction on sites where grading will involve cuts or fills of greater than three feet in height or grading greater than 100 cubic yards of material.

The soils report, construction plans, and shoring of excavations as needed, will be reviewed by the DPD Geo-technical Engineer and Building Plans Examiner who will require any additional soils-related information, recommendations, declarations, covenants and bonds as necessary to assure safe grading and excavation. This project constitutes a "large project" under the terms of the SGDCC (SMC 22.802.015 D). As such, there are many additional requirements for erosion control including a provision for implementation of best management practices and a requirement for incorporation of an engineered erosion control plan which will be reviewed jointly by the DPD building plans examiner and geo-technical engineer prior to issuance of the permit. The Stormwater, Grading and Drainage Control Code provides extensive conditioning authority and prescriptive construction methodology to assure safe construction techniques are used; therefore, no additional conditioning is warranted pursuant to SEPA policies.

Grading

Excavation to construct the mixed use structure will be necessary. The maximum depth of the excavation is approximately 16 feet and will consist of an estimated 7,120 cubic yards of material. The soil removed will not be reused on the site and will need to be disposed off-site by trucks. City code (SMC 11.74) provides that material hauled in trucks not be spilled during transport. The City requires that a minimum of one foot of "freeboard" (area from level of material to the top of the truck container) be provided in loaded uncovered trucks which minimize the amount of spilled material and dust from the truck bed enroute to or from a site. Future phases of construction will be subject to the same regulations. No further conditioning of the grading/excavation element of the project is warranted pursuant to SEPA policies.

Construction Impacts

Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant.

Traffic and Parking

Duration of construction of the apartment building may last approximately 14 months. During construction, parking demand will increase due to additional demand created by construction personnel and equipment. It is the City's policy to minimize temporary adverse impacts associated with construction activities and parking (SMC 25.05.675 B and M). The authority to impose this condition is found in Section 25.05.675B2g of the Seattle SEPA Ordinance.

The construction of the project also will have adverse impacts on both vehicular and pedestrian traffic in the vicinity of the project site. During construction a temporary increase in traffic volumes to the site will occur, due to travel to the site by construction workers and the transport of construction materials. Approximately 7,120 cubic yards of soil are expected to be excavated

from the project site. Another 1,000 cubic yards of backfill will be contributed. The soil removed for the garage structure will not be reused on the site and will need to be disposed off-site. Excavation and fill activity will require approximately 812 round trips with 10-yard hauling trucks or 406 round trips with 20-yard hauling trucks. Considering the large volumes of truck trips anticipated during construction, it is reasonable that truck traffic avoid the afternoon peak hours. Large (greater than two-axle) trucks will be prohibited from entering or exiting the site after 3:30 PM.

Truck access to and from the site shall be documented in a construction traffic management plan, to be submitted to DPD and SDOT prior to the beginning of construction. This plan also shall indicate how pedestrian connections around the site will be maintained during the construction period, with particular consideration given to maintaining pedestrian access along SW Avalon Way. Compliance with Seattle's Street Use Ordinance is expected to mitigate any additional adverse impacts to traffic which would be generated during construction of this proposal.

Long-term Impacts

Long-term or use-related impacts are also anticipated as a result of approval of this proposal including: increased surface water runoff due to greater site coverage by impervious surfaces; increased bulk and scale on the site; increased traffic in the area; increased demand for parking; and increased light and glare.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: The Stormwater, Grading and Drainage Control Code which requires on site collection of stormwater with provisions for controlled tightline release to an approved outlet and may require additional design elements to prevent isolated flooding; the City Energy Code which will require insulation for outside walls and energy efficient windows; and the Land Use Code which controls site coverage, setbacks, building height and use and contains other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long-term impacts and no further conditioning is warranted by SEPA policies. However, due to the size and location of this proposal, green house gas emissions, traffic, parking impacts and public view protection warrant further analysis.

Greenhouse Gas Emissions

Operational activities, primarily vehicular trips associated with the project and the project's energy consumption, are expected to result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant.

Traffic and Transportation

The proposed apartment development would produce 451 new daily trips, 32 new AM peak hour trips and 42 new PM peak hour trips. The addition of the new apartment complex would not cause any of the five study intersections (35th Ave SW at SW Avalon Way, 35th Ave SW at Fauntleroy Way, SW Avalon Way at W. Seattle Bridge on-ramp, SW Avalon Way at W. Seattle Bride off-ramp, and the site access at SW Avalon Way) to degrade to an unsatisfactory level of service. The two site accesses will operate at a level of service B with 14.3 seconds of delay or better.

No SEPA mitigation of traffic impacts to the nearby intersections is warranted.

Parking

The development site lies within the West Seattle Junction Urban Village which, based on the Land Use Code section 23.54.015, does not require parking. The applicant intends to supply 118 on-site parking spaces. The traffic consultants state that the 118 units would generate a demand of 111 vehicles. The proposed supply would meet parking demand produced by the new development.

Summary

In conclusion, several adverse effects on the environment are anticipated resulting from the proposal, which are anticipated to be non-significant. The conditions imposed below are intended to mitigate construction impacts identified in the foregoing analysis, or to control impacts not regulated by codes or ordinances, per adopted City policies.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public agency decisions pursuant to SEPA.

[X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030 2C.

[ ] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030 2C.

CONDITIONS – DESIGN REVIEW

Prior to MUP Issuance

Revise plans sets to show:

1) The southwest corner shall mirror the side setback conditions (both above and below 42') established at the northwest corner.

2) Redesign the front court to create a more capacious public entry to the front lobby.

Prior to Building Application

3. Include the departure matrix in the zoning summary section on all subsequent building permit plans. Add call-out notes on appropriate plan and elevation drawings in the updated MUP plans and on all subsequent building permit plans.

Prior to Commencement of Construction

4. Arrange a pre-construction meeting with the building contractor, building inspector, and land use planner to discuss expectations and details of the Design Review component of the project.

Prior to Issuance of all Construction Permits

5. Embed the MUP conditions in the cover sheet for all subsequent permits including updated building permit drawings.

Prior to Issuance of a Certificate of Occupancy

6. Compliance with all images and text on the MUP drawings, design review meeting guidelines and approved design features and elements (including exterior materials, landscaping and ROW improvements) shall be verified by the DPD planner assigned to this project (Bruce P. Rips, 206.615-1392). An appointment with the assigned Land Use Planner must be made at least three (3) working days in advance of field inspection. The Land Use Planner will determine whether submission of revised plans is required to ensure that compliance has been achieved.

For the Life of the Project

7. Any proposed changes to the exterior of the building or the site or must be submitted to DPD for review and approval by the Land Use Planner (Bruce Rips, 206.615-1392) or by the Design Review Manager. Any proposed changes to the improvements in the public right-of-way must be submitted to DPD and SDOT for review and for final approval by SDOT.

CONDITIONS – SEPA

Prior to Issuance of a Demolition, Grading, or Building Permit

8. Attach a copy of the PSCAA demolition permit to the building permit set of plans.

9. A construction traffic management plan shall be submitted to DPD and SDOT prior to the beginning of construction.

10. Truck access to and from the site shall be documented in a construction traffic management plan, to be submitted to DPD and SDOT prior to the beginning of construction. This plan also shall indicate how pedestrian connections around the site will be maintained during the construction period, with particular consideration given to maintaining pedestrian access along SW Avalon Way.

During Construction

11. Condition(s) to be enforced during construction shall be posted at the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placards shall be laminated with clear plastic or other weatherproofing material and shall remain in place for the duration of construction.

12. Grading, delivery and pouring of concrete and similar noisy activities will be prohibited on Saturdays and Sundays. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residences, only the low noise impact work such as that listed below, will be permitted on Saturdays from 9:00 A.M. to 6:00 P.M.:

    A. Surveying and layout.
    B. Testing and tensioning P. T. (post tensioned) cables, requiring only hydraulic equipment (no cable cutting allowed).
    C. Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protecting, water dams and heating equipment.

13. In addition to the Noise Ordinance, requirements to reduce the noise impact of construction on nearby properties, all construction activities shall be limited to the following:

    a) Non-holiday weekdays between 7:00 A.M and 6:00 P.M.
    b) Non-holiday weekdays between 6:00 P.M. and 8:00 P.M limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.
    c) Saturdays between 9:00 A.M. and 6:00 P.M. limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.
    d) Emergencies or work which must be done to coincide with street closures, utility interruptions or other similar necessary events, limited to quieter activities based on a DPD approved mitigation plan and public notice program outlined in the plan.

14. Large (greater than two-axle) trucks will be prohibited from entering or exiting the site after 3:30 PM.

15. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition.

16. Construction activities outside the above-stated restrictions may be authorized upon approval of a Construction Noise Management Plan to address mitigation of noise impacts resulting from all construction activities. The Plan shall include a discussion on management of construction related noise, efforts to mitigate noise impacts and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise. Elements of noise mitigation may be incorporated into any Construction Management Plans required to mitigate any short -term transportation impacts that result from the project.

Compliance with all applicable conditions must be verified and approved by the Land Use Planner, Bruce Rips, (206-615-1392) at the specified development stage, as required by the Director's decision. The Land Use Planner shall determine whether the condition requires submission of additional documentation or field verification to assure that compliance has been achieved.

Signature: (signature on file) Date: January 19, 2012
Bruce P. Rips, AAIA, AICP
Department of Planning and Development

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